

**City of Greensboro Planning Department  
Zoning Staff Report and  
Plan Amendment Evaluation  
February 13, 2006 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** K  
**Location:** Southwest quadrant of West Friendly Avenue and Lindley Road

**Applicant:** Dorothy E. Stribling, Winifred H. Thacker, and Rachel E. Hollowell  
**Owner:** Dorothy E. Stribling, Winifred H. Thacker, and Rachel E. Hollowell

**GFLUM**

**From:** Low Residential  
**To:** Moderate Residential

**Zoning**

**From:** RS-15  
**To:** CD-RM-18

**Conditions:** 1) Uses limited to a maximum of twenty-five (25) townhomes or condominiums designed for sale.  
2) The height of the buildings shall be limited to two stories.  
3) The exterior of the buildings shall primarily consist of a brick finish.

SITE INFORMATION	
<b>Maximum Developable Units</b>	25
<b>Net Density</b>	8.3 units per acre
<b>Existing Land Use</b>	Two single family dwellings / two undeveloped lots
<b>Acreage</b>	3.0
<b>Physical Characteristics</b>	<i>Topography:</i> Downward southward slope <i>Vegetation:</i> Grass / mature trees <i>Other:</i> N/A
<b>Overlay Districts</b>	Visual Corridor Overlay District
<b>Historic District/Resources</b>	N/A
<b>Generalized Future Land Use</b>	Low Residential
<b>Other</b>	N/A

<b>SURROUNDING ZONING AND LAND USE</b>		
<b>Location</b>	<b>Land Use</b>	<b>Zoning</b>
<i>North</i>	Friends Homes West / single family dwelling on large tract of land	CD-GO-M / RS-12
<i>South</i>	4 single family dwellings	RS-15
<i>East</i>	Guilford Colony Townhomes (34 units)	RM-5
<i>West</i>	Single family dwelling	RS-15

<b>ZONING HISTORY</b>		
<b>Case #</b>	<b>Year</b>	<b>Request Summary</b>
W180	2005	This property has been zoned RS-15 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 120S. A request to rezone this property to CD-RM-12 was withdrawn by City Council on August 1, 2005 subsequent to it receiving an unfavorable recommendation from the Zoning Commission in May 2005. The condition with the application limited the use to a maximum of 36 condominiums.

<b>DIFFERENCES BETWEEN RS-15 (EXISTING) AND CD-RM-18 (PROPOSED) ZONING DISTRICTS</b>
<b>RS-15:</b> Primarily intended to accommodate moderate density single family detached dwellings in developments where public water and sewer service is required. The overall gross density will typically be 2.5 units per acre.
<b>CD-RM-18:</b> Primarily intended to accommodate multifamily uses at a density of 18.0 units per acre or less. See Conditions for use limitations and other restrictions.

<b>TRANSPORTATION</b>	
<b>Street Classification</b>	Friendly Avenue – Major Thoroughfare, Lindley Road – Collector Street.
<b>Site Access</b>	A maximum of one access point per street frontage as far away from the intersection of Friendly Ave. and Lindley Road will be approved by GDOT. All proposed accesses must meet minimum City of Greensboro standards.
<b>Traffic Counts</b>	Friendly Avenue ADT = 19,300.
<b>Trip Generation</b>	N/A.
<b>Sidewalks</b>	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side of all other street types.
<b>Transit</b>	Yes.
<b>Traffic Impact Study</b>	Not required per TIS Ordinance.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

ENVIRONMENTAL REVIEW	
<b>Water Supply Watershed</b>	Yes, Site drains to Greensboro Watershed WS III
<b>Floodplains</b>	N/A
<b>Streams</b>	N/A
<b>Other</b>	Maximum percentage of built upon area per watershed density is 70%. Low density development is for sites where the proposed built upon area is from 0-24% of the total site acreage and high density development is from 24-70%. If high density development is proposed all the built upon area must drain and get treated by a State approved device (pond or similar)

LANDSCAPING REQUIREMENTS	
<b>Location</b>	<b>Required Planting Yard Type and Rate</b>
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>South</i>	Planting Yard - 20' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
<i>East</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>West</i>	Planting Yard - 20' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Housing and Neighborhoods Goal:* Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

*POLICY 6A.2:* Promote mixed-income neighborhoods.

*POLICY 6A.4:* Implement measures to ***protect neighborhoods from potential negative impacts of development***, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

*POLICY 6C:* Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

#### **Existing:**

*Low Residential (3 to 5 dwelling units per gross acre)* - This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three

dwelling units per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

**Proposed:**

*Moderate Residential (over 5 to 12 dwelling units per gross acre)* - This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
CP-05-03	7/28/05	A request for a Plan amendment from Low Residential to Moderate Residential received an unfavorable recommendation from the Planning Board on 5/18/05 and then the applicant withdrew the request prior to City Council taking final action.

**APPLICANT STATED REASONS FOR REQUEST**

**Explain in detail why the change is needed and a justification for such a change:**

The Applicant is concurrently submitting a request for rezoning the property from RS-15 to CD-RM-18. It is desired that the property ultimately be used for a maximum of 25 units of upscale condominiums or town homes to be designed in five separate buildings to comply with the proposed zoning density requirements. The conditions would make the effective zoning approximately 8.33 units per acre. The current generalized future land use map planned designation is for low residential 3-5 du/acre. In order to comply with the plan the property would need to be classified as moderate density residential 6-12 du/ac which would allow the 8.33 units per acre density as allowed by the zoning request. This property is on the edge of the Friendly and Guilford College Activity Center ("Activity Center"). The Activity Center contains (1) institutional uses such as Guilford College; (2) mixed use commercial uses; and (3) low, moderate and high residential uses. Additionally, surrounding the Activity Center there are large swaths of high residential over 12 density units per acre. This property is on the edge of a single family residential area which is sandwiched between two higher density land use map classifications. A switch to a moderate residential classification would be consistent with the Activity Center and would reflect the reality of the current development in the area as well as provide a buffering and transition from the higher residential area nearby to the low residential which remains. Finally, the switch to a moderate residential classification will have (1) no effect on the need for city services and facilities; and (2) no implication on another part of the comprehensive plan. This property is unlikely to be used as single family and the moderate density multi-family project presented here is an excellent use and is consistent with the nearby town homes across Lindley Road.

**Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):**

The existence of the Activity Center and the commercial hub as well as the high density residential properties have created unanticipated changes in the development pattern. It is anticipated that the Friendly corridor will continue to be more commercial and higher density

residential in the future. The change in classification from low to moderate would allow a buffer between the commercial and higher density and the single family residential areas that still exist. The location of Guilford College near this site also makes for excellent economic opportunities for these condominiums as investments for the families of the persons attending Guilford College.

## COMPREHENSIVE PLAN ANALYSIS

### **Need for the Proposed Change:**

Due to being located on a corner of a major thoroughfare and a collector street this property could support the moderate density land use classification.

The proposal does meet Comprehensive Plan policies of promoting mixed-income neighborhoods and the diversification of new housing stock. The plan also calls for compatibility and the protection of adjacent neighborhoods. Since the original application, the applicant met with the neighborhood and made the following changes to try and address compatibility: 1) reduced the density from 12 du/ac to 8.3 du/ac; 2) reduced the number of building stories from three to two; and 3) recently agreed to intensify the landscape buffer along the property lines that directly abut existing single family homes. When looking at compatibility staff considers items such as massing, height, use, setbacks, topography, and intensity. Staff feels the massing of the buildings (especially the length of the buildings) may not be compatible, but because of the added conditions they may have mitigated it to an acceptable level.

**Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):**

Water Resources: The existing stormdrainage system may have to be relocated. Any proposed stormdrainage system must meet City of Greensboro requirements. All the stormdrainage pipes that carry public water require a Drainage Maintenance and Utility Easement.

### **Implications, if any, the Amendment may have for Other Parts of the Plan:**

If approved, this may encourage other similar requests by the remaining residential properties that front along West Friendly Avenue.

**Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):** None

## COMPREHENSIVE PLAN MONITORING COMMENTS

The Monitoring Committee met on February 6, 2006, and made the following comments concerning this request:

- happy to see that they met with the neighborhood;
- they have made key concessions by reducing the density and the height;
- they have the advantage of being located on the corner and being on a major thoroughfare; and
- would rather see this area develop as well thought out residential versus commercial, which there may be pressure for in the future if this development does not occur.

## CONFORMITY WITH OTHER PLANS

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** N/A

**Other Plans:** N/A

## STAFF COMMENTS

**Planning:** The Guilford Colony Townhouses, located at the southeast intersection of West Friendly Avenue and Lindley Road, are zoned RM-5. The initial zoning for this 34-unit development (Conditional Use – Residential 120) was established in December 1984 when the property was annexed into the City. It was converted to RM-5 zoning at the time of city-wide remapping to implement the UDO.

This request is in an area which is classified as Low Residential on the Generalized Future Land Use Map and is, for the most part, zoned either RS-12 or RS-15. The Guilford Colony Townhouses are the exception, being zoned RM-5, in this Low Residential area, although 5 units per acre is consistent with the density range according to the GFLUM.

Staff recommended denial of the rezoning request to CD-RM-12 submitted last year. Staff felt that a density of 12 units per acre was too high for this immediate area, given existing densities and the zoning pattern on the south side of West Friendly Avenue. The proposed density of 8.3 units per acre is a step in the right direction; however, it is still higher than what staff recommended when this request was considered last year.

The applicant has informed staff that the following additional condition will be proposed at the public hearing:

- 4) Along the southern and western boundary of the property the planting rate shall be 3 canopy trees per 100 linear feet, 5 understory trees per 100 linear feet and 25 shrubs per 100 linear feet.

**GDOT:** No additional comments.

## STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan amendment to the Moderate Residential land use classification and approval of the rezoning to Conditional District – CD-RM-18 Residential Multifamily primarily due to:

- it is located on the corner lot with direct access to a major thoroughfare;
- they have reduced the density to 8.33 du/ac;
- they have reduced the height to 2 stories;
- they have agreed to intensify the buffer along the boundaries that abut the single family dwellings;
- it provides a diversification of new housing stock; and
- it promotes mixed-income neighborhoods.